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STATE OF WASHINGTON

Second Message

OF

Governor Louis F. Hart

TO THE

State Legislature

Seventeenth Session

1921

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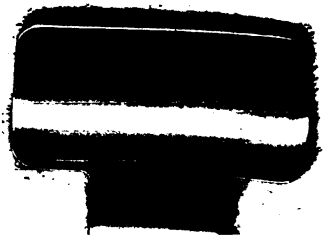
1921



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EXECUTIVE DEPARTMENT

OLYMPIA, WASHINGTON, January 12, 1921.

Members of the Senate and the House of Representatives:

Under the provisions of Section six, Article three of the State Constitution it is made the duty of the Governor to communicate by message to the Legislature "the condition of the affairs of the State, and recommend such measures as he shall deem expedient for their action." In compliance therewith I submit the following message.

RESOLUTIONS OF THE EXTRAORDINARY SESSION.

At the Extraordinary Legislative Session held last March, resolutions were passed, First, directing the Governor and Attorney General to prepare and submit to the Legislature a Civil Administrative Code.

Second, requiring the Governor to appoint a commission to make a study and report on reorganization of the Public School Administrative Code.

THE CIVIL ADMINISTRATIVE CODE.

For many years past, and particularly during the last two years I have been compelled to study the working of our State Government. It has always been perfectly apparent to me, as it has been to many others, that State Government must be made more economical and more effective. The State is overloaded with Boards and Commissions which duplicate or overlap each other or

fail properly to cooperate or coordinate in their functioning. In some cases they are not responsible to any superior officer. I have called attention to these conditions both officially and informally. The Legislature has recognized this as a proper time to act in the matter for in extraordinary session it has directed the Governor and the Attorney General to prepare and submit a Civil Administrative Code. We are now submitting such a Code after a most painstaking study of the organization and experience of our own and other states.

Last March I called attention to the fact that the estimated expense of the State, incident to the appropriations of the last legislative session, was nearly two million dollars in excess of the estimated revenues of the State as provided by the State Board of Equalization in September, 1918, two months prior to the signing of the armistice with the Central Powers of Europe. In such a revenue situation and entering upon a period of high tax pressure, it becomes a problem of the most fundamental kind so to reorganize our State Government that it will be more responsible, effective and economical. Lost efficiency is bad enough at any time; it cannot be tolerated at all in our present situation.

We have proceeded with the preparation of the Civil Administrative Code holding firmly to the belief that the sound principles of business administration, everywhere in vogue among successful institutions of private business, are none too good for adoption and use in our public affairs. Believing that the greatest possible degree of efficiency ought to be maintained in all departments of the State Government, I have personally for the past

twenty months devoted all my spare effort and time to the study of various systems for the reorganization of governmental business, with the determination to present to your body a consistent, practical, working code which could be adopted as a whole early in the regular legislative session.

Something of the great care with which the work on the Civil Administrative Code has been done may be suggested by brief reference to the specific services of some of my associates in the work. Immediately after the close of the extraordinary session I called to my assistance Mr. L. D. McArdle of the Bureau of Inspection and Supervision of Public Offices. For many years a careful student of the specific functions and operations of State Government, he has, without additional compensation and with complete unselfishness, devoted himself evenings and days to the larger problems of organizing a workable code. His has been a persistent service throughout eight months. For two months Mr. Roscoe Fullerton, of the Attorney General's Office, has searched the Session Laws, Codes and Statutes and compiled for our use a complete list of all the boards, commissions and appointees exercising governmental functions, giving their powers and duties with fully detailed citations. For nearly two months, Mr. Charles Gleason, representing the Attorney General, has devoted all his time to the drafting of the proposed code. The Attorney General, Mr. L. L. Thompson, has personally given every assistance that his official duties would permit. Mr. W. Vaughn Tanner, former Attorney General, likewise has generously given his legal assistance upon many difficult

points. A large number of other officials and citizens, with special competence to aid on particular points, have given a valuable cooperation that we can acknowledge here only in a general way. With such special aid, Mr. McArdle and I have devoted every spare hour since the tenth of November in checking our analysis of the State Government of Washington with the successful reorganization experiences of Illinois, Massachusetts and Nebraska, and in making every item of the proposed code fit into every other item so that each part would sustain every other part. To this end numerous sections have been rewritten many times so as to perfect a consistent and thorough-going piece of work which could be presented to the Legislature with the expectation that it could be enacted as an entity.

I want to reaffirm the fact that our dominant desire at all times has been to build up a consistent and workable code for the efficient administration of the State's business. No other consideration has guided us. We have completely disregarded the petty interests of all individuals, with the idea of making the large interests of the State supreme. We have not hesitated to shear the Governor of powers or to lay on that officer onerous duties where it appeared that the good of the service required such sacrifice.

We make no claim to superhuman power in drafting this Code. We know that this Code is not perfect. We have applied the best experience available and exercised all the foresight which could be summoned, with the thought that time and more experience must assist in further perfection of the Code. We have given you the

best we could and I sincerely trust that no legislator will seek to amend the bill in its passage through either house unless he feels absolutely certain that his personal judgment, after a reading of some portion of the bill, is better than the combined judgment of those who have for months studied its provisions from every angle and fully considered the relation and bearing of each section of the Code to the provisions of every other section. The Code is a consistent whole and we present it as such for your consideration and action.

THE PUBLIC SCHOOL ADMINISTRATIVE CODE.

In my message to the Extraordinary Session I referred to the need of a careful study of the fiscal and administrative affairs of the common schools, and in compliance with the expressed wish of the legislature, appointed a special commission to make the requisite study and offer recommendations. The membership of this commission consists of:

Mrs. Mark E. Reed of Shelton.
Mr. Alfred Lister of Tacoma.
Mr. A. S. Burrows of Seattle.
Mrs. Elizabeth Meyer Kelly of Ritzville.
Mr. W. M. Kern of Walla Walla.
Honorable W. J. Sutton of Cheney.

They have labored zealously on fiscal and related problems of the common school system and prepared bills which will enact desired improvements. These will be submitted to you as a practical summary of their report.

The major changes proposed are merely an extension of the fundamental spirit of the "Barefoot School

Boy" Law through modifications and improvements which meet current difficulties. Poor, short-term schools perpetually short of funds are done away with in certain districts and wasteful and profligate expenditures are done away with in others by making larger taxing units. Under these new proposals the country schools are given the same direct supervision under trained superintendents as is now given the city schools and, by establishing better working conditions for teachers, rural children are insured better and more permanent teaching service.

As nearly as possible every boy and girl in the State, whether in city or country, will have equal opportunity for an education in our public schools. It is believed that with the use of the larger taxing unit and better supervision, the average cost of educating the children of the State can be reduced anywhere from fifteen to twenty-five dollars.

I commend this Public School Administrative Code to your most careful consideration.

THE SOLDIERS' ADDITIONAL COMPENSATION ACT.

The Soldiers' Additional Compensation Act passed by the Extraordinary Legislative Session was approved by the people, and affirmed by the Supreme Court. The State Board of Finance has advertised the bonds for sale and will in all ways expedite the distribution of the fund.

The service rendered, for the payment of which these bonds were issued, was to preserve rights more valuable and more sacred than property rights. It is therefore most proper that the debt created should be paid by a

personal rather than a property tax. I therefore recommend the enactment of a carefully prepared law levying a poll tax of five dollars on each person over twenty-one years of age, to raise a fund to pay these bonds and the interest thereon.

I also recommend that the legislature make some provision for the payment of the first year's interest on the bonds.

VETERANS' WELFARE COMMISSION.

The Veterans' Welfare Commission, which was directed by the 1919 Legislative Session, was appointed by Governor Lister shortly before he retired from office. It consists of Honorable John H. Powell, Captain Miller Freeman and Mr. W. H. Short of Seattle, Reverend F. W. Keator of Tacoma and Major George E. Tuttle of Spokane.

The work of this Commission cannot be too highly commended, and the value of this legislation and the half million dollars expended cannot be too highly estimated. It was one of the most beneficient provisions made to help the returned soldier, sailor and marine resume his status in civil life.

After the Commission and its departments were fully organized and properly functioning, Mr. Short feeling unable to take further time from other duties resigned from the Commission and I appointed Colonel W. L. Lemon of Yakima, in his stead.

I feel that the important, patriotic work of this Commission is completed.

INDUSTRIAL CODE COMMISSION.

At the regular Legislative Session of 1919, I was instructed to appoint an Industrial Code Commission, to study the industrial situation, especially with regard to methods of avoiding strikes, lockouts and other disputes which cause so much loss and suffering to the general public.

After a lapse of some months, during which the Act was tested in the courts and the organization delayed by several declinations to serve, the Commission was finally organized with the following personnel, viz.: Mr. E. P. Blake of Seattle, Mr. H. Alvin Moore of Seattle, Mr. DeWitt M. Evans of Tacoma, Mr. W. L. Dimmick of Yakima, and Mr. John Patterson of Spokane.

The members of the Commission have studied the different phases of the various questions involved, have received available information from all parts of the world and will submit their report to the Legislature. I commend this report to you for careful study, and the bill to be submitted by the Commission for your favorable action.

CONSERVATION.

The State Reclamation Board created by the Legislature of 1919 met shortly after adjournment of the Session and perfected their organization.

The Board has been very energetic and their report, which will be submitted to you, will indicate something of the importance and value of its work.

The Columbia Basin Survey Commission authorized at the same session was appointed early after the session and is composed of

Mr. Arthur D. Jones of Spokane.
Mr. Peter McGregor of Hoover.
Prof. O. L. Waller of Pullman.
Mr. E. F. Benson of Prosser.
Mr. Marvin Chase of Olympia.

This Commission submits a voluminous report indicating the activity of the Board and the thoroughness of its work.

I recommend a careful study of each of these reports.

PROTECTION OF RIVER LANDS.

The extensive losses caused by the annual freshets in the Nooksack, Skagit, Snohomish, Puyallup and other rivers, when thousands of acres of our most fertile soil have been washed away, prompts me to recommend authorization of the State Reclamation Board to cooperate with Federal, County or other Governmental Agencies and individuals in the protection of these lands from the ravages of the high waters.

ALIEN OWNERSHIP OF LAND.

The Constitution of the State of Washington prohibits the ownership of land by aliens.

I recommend legislation that will prevent the violation and evasion by any subterfuge, of Section 33 of Article 2 of the Constitution.

The violation of such a statute should be visited with severe punishment.

FARM MARKETING.

Realizing as all must that agriculture is the primary source of our wealth and that the farmer is as much entitled to a full return for his labor and investment as are people in industrial and commercial pursuits, and believing that there may be just complaint of the difference between the price received by the producer and the price paid by the consumer, I recommend that a well prepared Farm Marketing law be enacted, and that the Farm Marketing Bureau be empowered to function more effectively from a practical viewpoint.

COLD STORAGE.

I desire to call the attention of the Legislature to the problem of the cold storage of food stuffs and to request appropriate regulation of the same so as to safeguard the public health and interest. Such regulation should include proper limitation of the time during which food stuffs may be kept in cold storage, specify conditions under which cold storage foods may be sold and establish some sound system for regulating the price.

IMPROVEMENT OF DAIRY HERDS.

At eight of our State Institutions (besides the State College) dairy herds are maintained to furnish dairy products to the wards. Only three of these herds are really worth being called dairy herds. I believe these farms should in all things be models for practical farmers and particularly so with regard to our live stock.

At the Western Washington Hospital we have some very fine pure bred dairy stock, needing only a head of

the herd to be able to raise foundation stock for the herds on all of our farms.

I recommend that a specific appropriation be made for such purpose.

STATE FAIR.

For several years the State has maintained with more or less success, at an annual expense of about fifty thousand dollars, a fair on the State's Grounds at Yakima. By reason of the topography of our State it is not possible to build or maintain a fully representative State Fair at any one particular place.

Without intimating that the Fair has not been worth its cost, I do wish to emphasize the fact that these facilities are not being utilized up to their greatest possibilities. I believe that if the City of Yakima owned this tract of land and the improvements thereon, the same could be used as a community park serving more varied purposes than at present. In addition to its present agricultural, industrial and commercial exhibition purposes, the fair grounds might well be used for athletic games and sports, camping and picnicking, educational exhibits and public entertainments. The community could still maintain, without financial contributions from the City Treasurer, a Fair that would be the equal of any in the West and one that from an educational standpoint would be of great value to the district and the State.

I therefore recommend that the State Fair Grounds at Yakima be deeded to the City of Yakima after the present indebtedness of the State has been paid.

HIGHER EDUCATIONAL INSTITUTIONS.

The 1917 Session of the Legislature organized the Joint Board of Higher Curricula and specifically instructed it to report to this Session recommendations as to a revised millage tax for the support of the State Institutions of Higher Education, together with reasons for their recommendations.

This particular report is of special import at this time because after-war conditions have so greatly altered the situation at our higher educational institutions as to constitute a financial crisis for them. The recommendations of the Joint Board of Higher Curricula are based upon an educational cost-accounting system, which is the first of its kind adopted by any state system of higher public schools. This detailed report, with recommendations and reasons, will be submitted to you and I recommend its careful study by the Legislature prior to establishing the new millage.

STATE HIGHWAYS.

I recommend that no new highways be at present added to our present State Highway System.

I also recommend that the maintenance of state highways be made the duty of the State Highway Department.

HIGHWAY PARKS.

I recommend that the State Highway Board be authorized, either through co-operation with the State Land Commissioner, or through dealings with private persons and corporations, to acquire small tracts of land for camping and picnicking purposes, and larger and

longer strips of land containing virgin forest along the State Highways, for the preservation of their natural and characteristic beauty.

Such public parks maintained in connection with the highway system of the State are a valuable natural asset to the State and should be established before suitable locations are lost to these purposes.

THE CONTROL OF FIRE-ARMS.

The recent crime wave again calls to our attention the need of adequate measures to regulate the display, sale, purchase and carrying of Fire Arms. Proper regulation is recommended.

AN OBSOLETE STATUTE.

I recommend the repeal of Section 8989 of Remington's Codes and Statutes. The section calls for an obsolete and useless practice. This statute provides for keeping a record of all applications or petitions for the pardon of criminals. Such applications are so frequent and numerous and in most cases so completely unsupported by reasonable grounds that a register such as is called for is a useless record.

The present registry of all petitions and applications for pardon favorably acted upon is a useful record and should be continued.

PAROLE OF FIRST OFFENDERS.

I recommend that some provision be made whereby a first offender, who has as yet manifested no permanently vicious traits of character and who signifies a desire for another chance with some promise of making

good, may be paroled, or permitted to go under suspended sentence, under such regulations as may be for the benefit of the youth and the safeguarding of society.

The time to save a wayward boy is before he has lost his self-respect through imprisonment, before he is even sentenced to a prison term. A young man caught in some boyish prank or escapade and brought into court, so scared as to be wholly incapable of any intelligent action, should not be condemned to a prison term, either on plea of guilty or trial, when some form of suspended sentence or parole will in the opinion of the trial judge perfectly safeguard society while giving the youth a chance to restore himself before the handicap of incarceration is irrevocably imposed upon him. Our whole system of handling first offenders needs careful thought and proper legislation.

TRAINING SCHOOLS.

Ever since the problem of our Training Schools for boys and girls has come to my attention, I have felt the great necessity for developing agricultural and industrial activities in connection with these institutions. It is far more than a state economy to develop improved dairies, increased poultry yards, added acreage for berry culture, equipment for the conserving of vegetables and fruits and similar vocational facilities in connection with the Training Schools; it is one of the best means we have for increasing the educational efficiency of these institutions, in rehabilitating these unfortunate boys and girls who have failed to receive the right kind of moral training earlier in life. Such a policy will multiply the oppor-

tunities to train the youth under custodial care in profitable and agreeable employment which will be their chief means for developing themselves into honorable and self-sustaining men and women. The policy should be still further developed.

THE DIVORCE EVIL.

It is a lamentable fact obvious to those who have inquired into the past life of the boys and girls in the Training Schools that the present condition of far too many of these young people is the direct result of a broken family life, made too frequent by easy divorce and its associated evils. Surely parents owe to society the proper care and training of their children in a decent family life. Surely children are entitled to a home, with parental love and care bestowed by those responsible for their existence. Society should not look with calmness upon the easy way in which men and women throw off their marital relations under the too-ready sanction of public officials. The problem of marriage, family life and divorce needs the careful attention of the Legislature. As important steps in the solution of the problem I recommend that our divorce laws be made more stringent; that the grounds for which divorce may be granted be restricted; and that collusion be an absolute bar to divorce.

STATE POLICE.

Many of the Prosecuting Attorneys in their annual reports urge the necessity of a State Police to assist in the enforcement of the Prohibition Law.

If a State Police is established it should primarily be a Highway Police to enforce the Rules of the Road,

with general police powers permitting them to enforce all of the laws of the State, including prohibition. Such a State Police should be supported by a special fund raised by a one dollar license fee on all drivers of automobiles living within the State, rather than by the general taxes of the State.

QUALFICATIONS OF THE ADJUTANT GENERAL.

In his message to the 1919 Legislative Session, Governor Lister called attention to the fact that the then occupant of the office of Adjutant General was the only person in the State technically qualified under the statute for that office.

The ridiculousness of the present statute is indicated by the fact that the Adjutant General who resigned to go to war was thereby disqualified for reappointment upon his return because he had not been active in the National Guard for the three years just preceding the contemplated reappointment. In consequence he could be appointed to the office he had previously held only under the title of Acting Adjutant General.

I recommend an amendment to the Military Code that will permit the Governor to select a legally qualified officer of the National Guard as Adjutant General, should a vacancy again occur.

WORK OF THE CAPTOL COMMISSION.

TEMPLE OF JUSTICE.

The Capitol Commission let the contract for the interior finish of the Temple of Justice to the firm of Pratt and Watson, who finished their work in due time. We ask a careful inspection of the Temple by members of the Legislature.

INSURANCE BUILDING.

Finding that it was absolutely necessary to have room for the various Boards and Commissions occupying Legislative space in the present Capitol Building, and believing that an office building conforming to the Group Plan adopted by the Commission several years ago could be sufficiently near completion for occupancy by some of the Boards before the Legislature convened, the Commission on February 1, 1920, entered into a contract with Messrs. Pratt and Watson for the erection of what will be known as the Insurance Building. This building will not be completed for a few months although much of the space is fit for occupancy, and some already occupied by State Departments. Other departments will move in from week to week as the space is made ready. We also invite inspection of this work.

ADDITIONAL LAND.

Owing to some oversight in buying a part of the Capitol site some years ago a small square containing about 2,000 square feet of land was omitted on the southeast corner of the intersection of Thirteenth Street and the extension of Water Street. This necessitates the purchase of two lots. We recommend that a small por-

tion of the Capitol Fund be made available for the purchase of land.

WAR MEMORIAL.

The 1919 Session of the Legislature authorized us to spend fifty thousand dollars for the erection on the Capitol grounds of a monument to the brave boys who made the supreme sacrifice in the great world war.

After consulting with sculptors and architects it was deemed inadvisable, owing to the incompleted condition of the Capitol Group, to attempt to locate such a memorial at this time.

MAIN CAPITOL BUILDING.

Owing to changing industrial conditions good business judgment demands that contracts for the erection of the Main Capitol Building be let for the erection of only a portion of the building at a time.

It will probably take five years to entirely complete this building.

The unexpended balance of the Capitol Building Construction Fund should be reappropriated.

PRIMARY ELECTIONS.

Time and experience have demonstrated that the Direct Primary is not the rose-strewn pathway that leads to the political Utopia dreamed by its sponsors. Even those most responsible for its creation are now quite willing and ready for a change.

The demoralization of responsible party organizations, the unfair advantage given to minority parties and groups, the easy temptation to undue personal abuse by

unscrupulous persons, all require a modification of our method of nominating candidates for public office.

I suggest a statewide official primary election conducted largely as are our present primary elections, but for the sole purpose of electing delegates to the County and State Conventions of the several political parties. Each voter should vote for delegates of his or her political party only.

For your consideration I suggest that County Conventions merely nominate a county ticket and adopt a county platform and that State Conventions merely nominate a state ticket, adopt a state platform and, in quadrennial years, name delegates to the National Convention of the party.

No ticket of any party or group should be printed on the official ballot at the General Election unless the same was nominated at a regular convention composed of delegates elected thereto at the official Primary Election.

CONSTITUTIONAL AMENDMENT.

I recommend the submission of an amendment to Section 4 of Article 8 of the Constitution, changing the date of lapsing of appropriations from "two years from the first day of May next after the passage of such Appropriation Act" to "within one calendar month after the end of the next ensuing fiscal biennium."

The object of this amendment is to make possible the change of the fiscal year now ending March 31st, to one ending June 30th, making it correspond to the Federal year and at the same time permit legislation chang-

ing the meeting of the Board of Equalization that it may follow the Legislature instead of preceding it.

The Board of Equalization should levy a tax adequate to take care of the expenditure provided by the Legislature.

GENERAL FUND.

The estimate of a two million dollar deficit, as given to the Special Session, bids fair to be realized. Raising the maximum general fund tax levy to five mills by the Extraordinary Session was taken advantage of only to the extent of levying a four and one-half mills general tax by the Board of Equalization. And while the old millage for higher education will be in force for the first year of the biennium, necessitating the payment from the general fund next year of approximately four hundred thousand dollars, it is confidently believed that with economy in appropriations, the adoption of recommendations here made and the working of the new Civil Administrative Code, we will close the fiscal year ending March 31, 1922, with a healthy balance in the general fund.

GENERAL FISCAL POLICY.

If we are to realize this much desired condition, it will be necessary to conduct the State's affairs on business principles. Property must not be unduly burdened with taxation. Assessments must be properly equalized, that all property contribute its just portion of taxes; income must be sought from a greater Inheritance Tax, a greater Fish Tax and a reasonable tax on Gasoline, Distillate and Kerosene; and the General Fund must be

relieved of the burden of carrying special and local departments that ought to pay their own way.

I have endeavored in this message to refrain from making any recommendations or suggestions that would involve new burdens on the General Fund. Whenever possible, essential increases in expenditures are cared for not by new general taxation, but by the creation of a special fund to take care of the same.

ASSESSMENT.

I recommend that the statutes be amended so to procide that property shall be assessed for taxation at its value, instead of fifty per cent of its value; and that the State Board of Equalization be authorized to equalize assessments of property and classes of property among counties.

INHERITANCE TAX.

With the state, county, city, school, port district and metropolitan park district taxes all levied against general property, and with large values of property being withdrawn from taxation by municipal ownership, it seems that we have about reached the limit of taxation that may be borne by property. If the current tendency to overburden property with taxation is to be checked or reduced, I am of the opinion that considerable relief may come through enlarged resources gained through a properly increased inheritance tax.

A properly modulated inheritance tax, starting with a very light tax on small inheritances and becoming quite heavy—say with large inheritances about fifty per cent of the excess over fifty thousand dollars—should be

levied on the amount received by the devisee or legatee and not on the value of the estate. An extra heavy tax on bequests to legatees who are strangers to the blood should also be part of the plan.

I recommend for your careful study and favorable action some such plan for a properly increased inheritance tax revenue.

GASOLINE TAX.

The voters of the State having again voiced their faith in the "pay as you go" policy in state development, and it now appearing that the Federal Congress will materially reduce, if it does not entirely withhold all Federal aid for highway construction, and believing it to be an equitable way of raising funds for hard surfacing our highways, I recommend a tax on gasoline, distillate and kerosene, and that the fund thus raised be appropriated for construction and hard surfacing of State Highways.

I further recommend that in addition to an appropriation for the necessary expense of maintaining State Highways and caring for detours that not less than one million dollars be appropriated to the Highway Board for emergency work and for connecting up completed portions of roads, where the amount for contract has been insufficient.

FISHERIES FUND.

The expense of the Fisheries Department is well within the amount of the appropriation, but owing to the smallness of the salmon run for the last two years the receipts are less than the appropriation or the necessary expense.

I recommend that the Appropriation Act of 1919 providing for the Fisheries Department be amended by striking out the words "Not to exceed receipts" and insert in lieu thereof "To be paid from the Fisheries Fund."

I recommend that there be a material increase in the tax on fish, levied and payable at its source. I can see no reason why our fisheries should not be a source of revenue. I think there should be no increase in license fees or in tax on prepared food.

DEPARTMENTAL EXPENSES.

I believe that every taxpayer in the State is entitled to know or have an opportunity to know just what each department of government costs.

It is also my opinion that each state department having a special tax or source of revenue should be so financed that all of its expense should be borne by its own funds.

I therefore recommend that the expense of administration of the Fisheries Department be paid from the Fisheries Fund.

That the expense of administration of the Game Department be paid from the Game Fund.

That the administrative expense of the Highway Department be paid from the Highway Fund.

That the administration of the Banking Department be paid from the fees collected by that department.

That the administration of the Building and Loan Department be paid from the fees collected by that department.

That the administrative expense of the Industrial Insurance Department, including Medical Aid and Safety Boards be paid from the Accident Fund.

That the expense of administration of the Reclamation Board be paid from the Reclamation Fund.

That the expense of administration of the Educational Department be paid from the Current School Fund.

The Joint Board of Higher Curricula recommends a millage tax to pay only current expense of the several institutions. The omission of items for major capital outlays, such as the occasional purchase of land and erection of new buildings, was for the reason that some of the institutions would probably not have a new building oftener than once in eight or ten years. To add to its millage even the cost of one building might double its millage. I believe that a building program can be worked out so that about the same amount will be needed each biennium.

I therefore recommend that in addition to the millage tax for each institution for current maintenance and operation, there be fixed a millage tax for a Building Fund for the Higher Educational Institutions, and that from this fund there be appropriated all the money for new buildings for such institutions, excepting only initial units and sites for new institutions and the amount required to duplicate the tuition fees at the University under our compact hereafter mentioned.

The policy involved in the foregoing recommendations is based upon the belief that, with each department paying its own way and clearly showing its own costs,

the current expense of purely governmental functions will quickly reduce the General Fund Tax levy below three mills, where it can easily be kept if future sessions of the Legislature in adding new governmental functions will in each instance provide the fund to pay its cost.

EMERGENCY APPROPRIATIONS.

MOTOR VEHICLE FUND AND UNEMPLOYMENT.

From reports and requests for help from many sections of the State, it is evident that there is an immediate need of employment for idle men throughout the State.

I therefore recommend the prompt appropriation of $750,000.00 of the Motor Vehicle Fund to be expended by the Highway Board in completion of existing contracts and in construction work on the State Highways, both under contract and by force account.

URGENT NEED OF FLOOR SPACE AT UNIVERSITY.

During the Session of the Legislature of 1915, at a conference between the Governor, the Lietenant Governor, the President and the Regents of the State University, and the members of the Appropriation Committees of the House and of the Senate some means were being sought to finance a building program for the State University made necessary by the temporary character of some of the A. Y. P. buildings which had been used by the University. It was finally agreed by all present that, as a partial remedy, if the State University would collect certain tuition fees from the students the State would at